

Report of the Assistant Director, Office of the Chief Executive to the meeting of Executive to be held on 6 February 2018.

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Subject:

Consultation feedback and equality assessment for the 2018-19 and 2019-20 Council budget proposals.

Summary statement:

On 5 December 2017 the Executive approved new budget proposals for consultation as required with the public, interested parties, staff and the Trade Unions. This report and appendices provide feedback from the public engagement and consultation programme and sets out a summary of the equality assessments carried out on the Executive's Budget proposals for 2018-19 and 2019-20. There is particular reference to the Council's responsibilities under equality legislation to enable the Executive to have due regard to the Public Sector Equality Duty when considering its recommendations to Council on a budget for 2018-19 and 2019-20.

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1. SUMMARY

- 1.1 On 5 December 2017 the Executive approved new budget proposals for consultation as required with the public, interested parties, staff and the Trade Unions. This report and appendices provide feedback from the public engagement and consultation programme and sets out a summary of the equality assessments carried out on the Executive's Budget proposals for 2018-19 and 2019-20. There is particular reference to the Council's responsibilities under equality legislation to enable the Executive to have due regard to the Public Sector Equality Duty when considering its recommendations to Council on a budget for 2018-19 and 2019-20.

BACKGROUND

2. Best Value and the Equality Act

- 2.1 Statutory guidance on Best Value introduced in September 2011 and reaffirmed in March 2015 reminds local authorities that they are under a duty to consult service users and potential service users, local voluntary and community organisations, and small businesses. This duty applies at all stages of the commissioning cycle, including whenever authorities are considering the decommissioning of services.
- 2.2 There should also be opportunities for organisations, service users and the wider community to put forward options on how to reshape the service or project. Local authorities should assist this engagement by making available all appropriate information in line with the Government's transparency agenda.
- 2.3 The Equality Act 2010 protects people from unlawful discrimination on the basis of 'protected characteristics'. The Equality Act 2010 defines protected characteristics as age, disability, gender reassignment, pregnancy and maternity, marriage and civil partnership, race, religion or belief, sex, and sexual orientation. The Council's approach to equalities goes beyond this, by looking at equality more broadly and taking into account the impact of our decisions on people on low income or with a low wage.
- 2.4 The 2010 Act also introduced a specific Public Sector Equality Duty which requires local authorities, in the exercise of their functions, including when making decisions, to have *due regard* to the need to:
 - eliminate unlawful discrimination, harassment, victimisation and any other conduct prohibited by the Act;
 - advance equality of opportunity between people who share a protected characteristic and people who do not share it; and
 - foster good relations between people who share a protected characteristic and people who do not share it.
- 2.5 In discharging this duty, local authorities not only need to understand how different people will be affected by their activities, proposals and decisions, they also need to demonstrate that they have given due regard by publishing information that shows they have consciously discharged their responsibilities as part of the decision-making process.

- 2.6 In January 2013 the Equality and Human Rights Commission (EHRC) published Technical Guidance on the Public Sector Equality Duty to assist the bodies that are subject to the duty, to understand the duty and meet their responsibilities. This notes that a public body will only be able to comply with the general equality duty in relation to a decision, if the ultimate decision maker:
- understands the body's obligations under the general equality duty.
 - has sufficient information.
 - demonstrably takes this information fully into account throughout the decision-making process.
- 2.7 The EHRC emphasises the importance of ensuring that the duty is complied with before a decision is taken, while options are being developed and appraised, as well as at the time of the actual decision. The duty cannot be used retrospectively to justify a decision.

OTHER CONSIDERATIONS

3. Supporting the 2018-19 and 2019-20 Budget Setting Process

- 3.1 The public engagement and consultation programme in relation to the budget proposals for 2018-19 and 2019-20 was agreed by the Executive at its meeting on 5 December 2017. At the meeting the Executive reaffirmed its commitment to a public engagement and consultation programme designed to meet the legislative duties and to fulfil the following objectives:
- support the 2018-19 and 2019-20 budget setting process in as fair and as transparent a way as possible.
 - ensure that the Council meets its specific duties under equality legislation, in particular that the potential impact of the proposals on groups or individuals who share protected characteristics are considered, assessed and consulted upon. This would also be extended to those on low income/low wage.
 - ensure that Trade Unions and staff are consulted appropriately and in a timely manner.
 - meet Best Value Statutory Guidance regarding the way local authorities should work with Voluntary and Community Sector (VCS) organisations and small businesses when facing difficult funding decisions.
 - comply with the principles on consulting and engaging with the VCS contained in Bradford District Partnership's Compact.
 - ensure the Council complies with all other legal duties to consult.
- 3.2 While the Council is not required under statute to produce or publish equality impact assessment (EIA) forms specifically, a local decision has previously been taken to continue to use EIA forms. Equality impacts are considered by officers and elected members as part of the development of the budget proposals, with assessments recorded through an EIA form. The forms can then assist members of the public and other interested parties to view potential equality impacts. This will show where a disproportionate impact has been identified, or where an impact affects a number of people or particularly vulnerable groups. Mitigations will have also been considered, and where these have been possible, they have also been captured on the EIA form.

- 3.3 Case law has confirmed that in order to fulfil the duty under S149 of the Equality Act 2010, Elected Members need to have considered equality impacts and given due regard to the three aims of the equality duty as part of their decision making processes.
- 3.4 EIA forms outlining identified equality impacts on the new budget proposals agreed by the Executive at their meeting on 5 December 2017 have been available on the Council's web site since that time. <https://www.bradford.gov.uk/your-council/council-budgets-and-spending/budget-eias-2018-19/>
- 3.5 Following a review and assessment of the consultation feedback EIA forms will be updated then republished at the same time as the papers for the Executive meeting on 20 February 2018.

4. Cumulative Equality Impacts on the 2018-19 and 2019-20 Budget Proposals

- 4.1 An analysis of the equality assessments was undertaken to identify any cumulative impacts and/or high levels of impact across all the proposals agreed at the Executive meeting on 5 December 2017 for consultation. This analysis was shared with Executive members at the time. Detail of the analysis is described below, alongside the summary presented at Appendix 1.
- 4.2 A review of all equality impact assessments demonstrates that some proposals are more likely to impact on some people than others, and that certain protected characteristic groups will also be impacted more greatly than others. The equality assessments will continue to be reviewed as the proposals are implemented and further consulted on.
- 4.3 Individual proposals that have more than one high level impact on different number of protected characteristic groups are listed below.
- A prepared and skilled workforce (4C3)
 - WYCA Transport Levy reduction – Percentage annual reduction (4R2)
 - Gullikson, drainage, pavements (4R6)
 - Accommodation, gateways, subway, signing, lining, winter (4R7)
 - Sustrans promotes young people travelling to school actively and/or sustainably (4R20)
 - Oral Health Improvement (4PH1 Pt a)
 - Sexual Health (4PH3)
 - Homestart (4PH5 Pt a)
 - Injury Minimisation Programme (IMPs) (4PH5 Pt b)
 - Worksafe (4PH5 Pt c)
 - Physical Activity, Food and Nutrition (Health Improvement) (4PH6)
 - Warm Homes Healthy People (4PH8)
 - Review of Respite Provision after the introduction of personalised budget (5C1)
- 4.4 The protected characteristic of age is very high for both young people and older people. This is seen primarily through the Better Health, Better Lives outcome proposals which will have a high impact on a smaller number of people, and Better Skills, Jobs, Economy which will affect a large number of people. 37 of the total 81 proposals undergoing consultation show impact on age.

- 4.5 Likewise for disability, there are fewer proposals showing high impact, but still 32 showing impact across all proposals, with the areas of most concern being public realm management, respite provision and Public Health's funding of warm homes and accident prevention.
- 4.6 It is also acknowledged that any early intervention funding reductions across Public Health proposals might have a further knock on effect on some protected characteristic groups who may then have a greater dependency on health and social care services.
- 4.7 Again across all proposals 35 show impacts on people with low income and low wage. Most high impacts will be felt through the range of Public Health proposals in the Better Health, Better Lives outcome, transportation and skills development support for young people.
- 4.8 Another protected characteristic being affected by a larger number of proposals, 26 in total, is race through a possible cessation of provision of early intervention measures from Public Health and skills development and support.
- 4.9 Pregnancy/maternity also features with proposals supporting the health and wellbeing of mothers of young children (e.g. Homestart and sexual health).
- 4.10 In summary the outcome area showing the most impacts across protected characteristic groups is principally Better Health, Better Lives, and to a lesser but still significant extent Better Skills, More Good Jobs and a Growing Economy.

5. Consultation Process

- 5.1 The consultation programme for the budget proposals for 2018-19 and 2019-20 is part of an open, on going conversation between the Council and citizens, VCS, businesses, Council employees and trade unions about the future of local services.
- 5.2 The consultation programme opened with the publication of the report the 'Proposed financial plan updated 2018-19 to 2020-21' on 28 November 2017 which the Executive approved for consultation on 5 December 2017.
- 5.3 The consultation and engagement programme has included the promotion of the open public consultation to groups, networks and individuals throughout the district. This has primarily been via the website with a supporting freepost address for those people wishing to write to us. There have also been regular posts promoting the consultation through the Council's corporate social media accounts and Stay Connected e-mail newsletters for residents. The consultation has been promoted to:
- Partners within the Bradford District Partnership – Producer City, Health and Wellbeing Board, Children's Trust, Safer and Stronger Communities Partnership
 - The Strategic Disability Partnership engagement network
 - Parish and Town Councils
 - Citizens Panel
 - Members of Parliament
 - Business community – via forums, networks and the Chamber

- Voluntary and Community Sector – through the full Bradford District Assembly and its networks. This included two VCS run events, one in Bradford and one in Keighley, and a Young Lives consultation.
- Communities of interest (covering protected characteristic groups)

5.4 Engagement and consultation is an on going process and there will be further specific consultation with service users and other interested parties on specific proposals as appropriate following the approval of the budget for 2018-19 and 2019-20 at the Council meeting on 22 February 2018.

5.5 It is worth noting that a separate consultation has been taking place on the Children's Services Prevention and Early Help proposal for a new model to support families and communities for the future. This consultation closes on 12 February 2018 with full independently commissioned feedback due to be reported to Executive at its meeting on 3 April 2018. This report however includes a brief status on the Prevention and Early Help consultation as it impacts on the Council's budget. This separate consultation has so far included 25 public events, 25 sessions for affected teams, 12 partner sessions including two with Young Lives, 10 sessions for Elected Members (including Area Committee meetings), and 28 partnership meetings. Consultation material has been available through numerous online platforms, and leaflets, posters and flyers distributed extensively.

6. Consultation Feedback - Level of Responses

6.1 This report provides information on feedback received at the date of submitting this report for publication on 26 January 2018. Any feedback received after this date and before the consultation closes on 28 January 2018 be provided as an addendum to the Executive meeting on 6 February 2018.

6.2 A number of proposals for 2018-19 and 2019-20, were already consulted on in 2017/18, but have been included in this year's consultation due to further reductions being proposed. As such Appendix 3 of this report also includes some relevant feedback from last year, as those comments continue to be valid and helpful to decision makers in understanding the opinions of partner organisations, groups and individuals.

6.4 From the views shared since 28 November 2017 as part of the current consultation, as of 26 January 2018 the Council had received 1129 comments from people or groups. Of this, 1082 were in direct relation to the different budget proposals for 2018-19 and 2019-20, including the proposed increases to Council Tax. A further 47 comments are made that are not specific to particular proposals for the next two years. These comments were received from the online questionnaire, postal questionnaire, letters and emails.

6.6 Monitoring of the corporate social media accounts and Stay Connected newsletters on the budget consultation has shown over 1626 click-throughs to the online consultation pages. It is worth noting that overall activity on the corporate social media accounts around the consultation has however been far greater than that in terms of reach and posts shared, and not all responses represented feedback on the overall budget proposals or an individual proposal.

6.7 Some proposals receive a very high number of comments, but it is noted that decisions

are not made based on volume. This is because some proposals have a big impact on a very small number of people and as such may lead to only a small number of consultation responses. It is the content of all the information received that influences decisions, not the level or volume of that response.

6.8 However the proposals generating most comments were:

- Children's Services Prevention and Early Help – 700 (as of 26 January, with consultation on this open until 12 February)
- Libraries (4E9) – 189 responses
- The raise in council tax – 116 responses
- Adults overall demand management strategy (4A1) – 29 responses
- Review of respite provision (5C1) – 16 responses
- Youth service (5E2) – 16 responses
- Home from hospital, integrated care (5PH1) – 12 responses
- Museums and galleries (5E1) – 12 responses
- Street cleansing (4E5) – 8 responses
- Reducing de-trunked road maintenance budget (5R1) – 7 responses

6.9 A further 26 proposals received six or fewer comments.

6.10 A session was held with disability groups and their representatives to gather views on 11 January 2018. 35 people were in attendance, with views captured as part of this report.

6.11 Two sessions were also held with representatives from the Voluntary and Community Sector on 24 and 25 January 2018, with approximately 35 organisations represented. There was also a dedicated session on 18 January 2018 with the Young Lives Forum focussing on the proposal for youth services (5E2) with representatives from 12 different organisations.

7. Consultation - Specific Feedback on Proposals

7.1 The following provides some of the headline comments made on both specific budget proposals for the next two years and also other areas of Bradford Council's work and consequent spending. These comments have come through the online/postal questionnaire, social media, emails, letters, meetings and events.

7.2 Listed below are the feedback headlines on some of the budget proposals identified for the next two years (2018-19 and 2019-20). Further detail is presented in Appendix 2.

- Libraries (4E9) – the opportunities provided by libraries are very welcomed, though some people do accept that change is needed. The shared community space they provide is seen as very valuable along with the many services and educational opportunities that run from them. Some alternative models were suggested such as York Explore and charitable trusts. From an equality perspective it was felt that the more vulnerable people in the district would be affected the most by closure or reduced services, especially those on low incomes and older people.
- Council tax increases – it was felt by some that Council tax should not increase at any greater rate than cost of living. Many people don't have wages increasing at this same rate, so state that they will be worse off as a consequence. Suggestions

were made about increasing charges for empty homes and unused land, and also dealing with any fraud more effectively.

- Adults overall demand management strategy (4A1) – much concern was raised in relation to reducing or changing social care support. It was suggested that less funding will lead to poorly trained and paid staff, leading to worsening support for vulnerable people. It was felt those with multiple needs are going to suffer disproportionately. More lobbying of government and local MPs was suggested.
- Review of respite provision (5C1) – concern was raised over the health impacts (including mental health) on carers not getting any respite. Levels of current provision were seen as too low, without any further budget reductions.
- Youth service (5E2) – it was highlighted the role that the VCS plays in providing a service to particular groups of young people, and concern that young people would become disengaged with society. It was suggested that further analysis was needed on the impact of these proposals. Small grants to the VCS can leverage in a lot more money to the district.
- Home from hospital, integrated care (5PH1) – concern over the impacts this would have on hospital bed space. It was felt that the people this would affect most, are the least likely to have a voice in consultation activities.
- Museums and galleries (5E1) – It was suggested that museums could be operated as private enterprises, though there was concern about loss of artefacts and with its history and education. It was felt that more volunteers could be used, but that they would need appropriate training.
- Street cleansing (4E5) – it was suggested that a reduction in take away restaurants just outside of Bradford city centre, would alleviate litter, and allow a more focused resource of the city centre. It was felt that more work could be done with community groups to educate people about the impacts of littering.

7.3 Though the Children's Services Prevention and Early Help consultation is on going, the following provides some early views and comments that have been shared. This doesn't however represent the scale and breadth of comments that have been received, and is simply a few headlines at this stage of that consultation.

- There is broad level of agreement to the 0-19 and think family approach. There are some concerns to ensure that focus is maintained on specialisms, particularly early years and school readiness.
- The importance has been stressed of services such as 'stay and play' sessions which build people's confidence. This has arisen though concerns about cutting out some of these programmes in an area and having to travel to access services. Have we proposed the right balance between prevention and early help?
- Details on the future offer have been sought. The broad proposed model and key outcomes have been outlined, but implementation of detailed pathways cannot be undertaken until after Executive meet on 3 April 2018.
- It is felt that the relationships and trust between the family, services and key workers is absolutely critical.
- It was suggested that less money, less resource, and higher caseloads means more families potentially falling through the gap and families feeling isolated.
- It was suggested that more buildings could be closed now to keep staff and resources.

7.4 Throughout the rest of the budget consultation there were also a number of general comments relating to the budget but not linked to a specific proposal. It was suggested

that more pressure should be put on central government to increase funding available locally to help reduce the potential increases in poverty. Comment was made around the disparity between the messages senior Council management and Elected Members are making around prevention and community led development, with the budget reductions being proposed. Other issues mentioned were the apparent increases in homeless people, geographic proportionality of the budget reductions, a suggested reduction in the number of Councillors and the future of small community organisations who are unable to measure impact and therefore maintain funding.

7.4 Consultation has also taken place with the Voluntary and Community Sector with two dedicated engagement sessions taking place on 24 and 25 January 2018. There was also a dedicated session on 18 January 2018 with the Young Lives Forum focusing on the proposal for youth services (5E2). All these comments are incorporated into the wider feedback but the headlines are presented below to ensure clarity on the VCS perspective.

- A whole systems approach was suggested, rather than looking at budget lines in isolation. This means looking across all sectors, investing locally and aligning procurement processes to allow for this. Sustainability and continuity needs building in. Local organisations keep more Bradford money in Bradford. This is also an opportunity to realise the ambition of co-production with communities at an early stage of developing services/ways of working. The conversation should be about making best use of remaining budgets, not an annual conversation about difficult cuts. VCS can also provide a different perspective and contribute to innovation.
- There should be a joint point in the year where the VCS and council can horizon scan for new opportunities and the potential to mobilise external resources strategically into the district.
- It was suggested that impact assessments, especially on equalities needs to be addressed cross sector as well across organisation so that impacts are better understood.
- It was strongly felt that the Bfunded investment (Economic Development Service, 4R13) should remain as through this support a very large amount of money is brought in to the district. The impact can be demonstrated through figures from West Yorkshire Community Accounting Service (WYCAS). This shows that in 2016/17 they supported 128 Bradford district organisations with their finances. This led to 402 separate grants and contracts being received in the district, with a value of £1.8m coming from the local authority and £4.1m coming from other sources. The need for more measures of impact from the VCS themselves was recognised.
- It is worth continuing to fund the VCS even if with just small amounts of money. The VCS can use this to match fund and bring a lot more money to the district that the public sector could not otherwise access. Some funds are needed to enable volunteers to be supported.
- It was felt that the impacts on different groups of people when taken in isolation were extensive across all proposals – be that young people, older people or disabled people.
- It was suggested that funding opportunities are being missed, and that the Council ought to identify resource for bringing in more investment to the district through funding streams.

- It was suggested that more work needs to be done to raise the profile of the changes to public services due budget reductions to the public.
- The reliance on the VCS finding alternative funding sources is not always realistic as many bids are not successful. Where activities are targeted, then evidencing the need is easier and funding easier to acquire. However these grants are used for match funding which would also no longer be an option.
- A cost benefit analysis should be done to realise the impacts of not supporting the VCS in running youth work. It is primarily preventative or early help activity which saves the whole 'system' money.
- The reliance on using volunteers as a solution is not fully realistic without support for them being in place.
- Suggestion of splitting the reduction over two years, rather than all in one year. There was concern that this meant that the Council wouldn't be meeting its statutory duties.
- Access to the National Citizens Service is limited, not all can engage, leaving a gap in support. Suggest a local version is developed with a wider reach.
- There needs to be a 'think local' approach and greater use of varied community assets. Centralising services doesn't mean stopping local delivery. The VCS often have empty space which could be used by others.
- Discussions about future provision needs to happen at early stage and to be issue based in order to generate interest and solutions from local communities. There are also opportunities to engage in different ways beyond events and meetings, such as web based platforms.
- The VCS acknowledged that they need to do more work on connecting up their sector, thereby making it easier for public services to work in partnership with them and communities.

8. FINANCIAL & RESOURCE APPRAISAL

- 8.1 The financial impact of decisions arising from the consultation will be considered at the Executive meeting on 6 February 2018 and will be evaluated and incorporated into the final budget proposals from Executive to Council on 22 February 2018.

9. RISK MANAGEMENT AND GOVERNANCE ISSUES

- 9.1 Equality assessments have been carried out on the initial proposals and will continue to be updated alongside mitigations being considered.

10. LEGAL APPRAISAL

- 10.1 S149 of the Equality Act 2010 (the Public Sector Equality Duty) provides as follows :

- (1) A public authority must, in the exercise of its functions have due regard to the need to;
- a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Equality Act 2010
 - b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it
 - c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it

- (3) Having due regard to the need to advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it involves having due regard, in particular, to the need to;
 - a) remove or minimise disadvantages suffered by persons who share a relevant protected characteristic that are connected to that characteristic;
 - b) take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of persons who do not share it;
 - c) encourage persons who share a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.
- (4) The steps involved in meeting the needs of disabled persons that are different from the needs of persons who are not disabled include, in particular, steps to take account of disabled persons' disabilities.
- (5) Having due regard to the need to foster good relations between persons who share a relevant protected characteristic and persons who do not share it involves having due regard, in particular, to the need to;
 - a) tackle prejudice, and
 - b) promote understanding.
- (6) Compliance with the duties in this section may involve treating some persons more favourably than others; but that is not to be taken as permitting conduct that would otherwise be prohibited by or under this Act.

- 10.2 The Council must ensure that it has sufficient information to enable it to identify whether a proposal, if implemented, would disproportionately affect particular groups with relevant protected characteristics and if so whether any such adverse impact can be avoided or mitigated.
- 10.3 The courts have established a number of principles which the Council should take into account in making decisions:
 - the duty means that the potential impact of a decision on people with different protected characteristics must always be taken into account as a mandatory relevant consideration
 - where large numbers of vulnerable people, many of whom share a protected characteristic, are affected, consideration of the matters set out in the duty must be very high
 - even if the number of people affected by a particular decision may be small, the seriousness or the extent of discrimination may be great. The weight given to the aims of the duty is not necessarily less when the number of people affected is small.
- 10.4 There is also a duty on all Best Value authorities to consult when making changes to services or ending service provision.
- 10.5 In addition to these specific legal duties, the Council has put out its proposals for

public consultation and accordingly must have regard to the responses before making budget decisions.

- 10.6 In summary it is necessary to ensure that Executive have comprehensive information when considering the recommendations to make to Council on a budget for 2018-19 and 2019-20. Case law has confirmed that, in order to fulfil the duty under S149 Equality Act 2010, Elected Members need to read in full the EIA forms and consultation feedback as it is a legal requirement that Elected Members have regard to all the relevant information and accordingly Elected Members are referred to all the information in this report including appendices and to the [equality assessments](#).

11. OTHER IMPLICATIONS

11.1 EQUALITY & DIVERSITY

Where specific equality and diversity issues have been raised as a result of consultation, they are considered in the appendices of this report and through the equality impact assessment forms.

11.2 SUSTAINABILITY IMPLICATIONS

None

11.3 GREENHOUSE GAS EMISSIONS IMPACTS

None

11.4 COMMUNITY SAFETY IMPLICATIONS

The Council has a legal obligation under the Crime and Disorder Act 1998 to consider any community safety implications of its decisions.

11.5 HUMAN RIGHTS ACT

None

11.6 TRADE UNION

The Trade Union consultation feedback received to date on the proposals is subject to a separate report to this meeting of the Executive.

11.7 WARD IMPLICATIONS

At this stage the proposals suggest district wide impact and are not specific to particular wards. As implementation plans are developed for the delivery of any budget decisions following 22 February 2018, the detail of which wards will be affected will become apparent.

12. NOT FOR PUBLICATION DOCUMENTS

None

13. RECOMMENDATIONS

- 13.1 That in accordance with Section 149 of the Equality Act 2010, the Executive has regard to the information contained in this report, appendices and equality assessments when considering the recommendations to make to the Council on a budget for 2018-19 and 2019-20 on 22 February 2018.

14. APPENDICES

Appendix 1 - Equality Impacts for budget proposals (2018-19 and 2019-20) as agreed on 5 December 2017 for consultation

Appendix 2 – New consultation feedback (service related and equalities)

Appendix 3 – Consultation feedback gathered in 2016/17 on proposals being consulted on again in 2017/18 due to further proposed reductions.

15. BACKGROUND DOCUMENTS

Report to Executive on 5 December 2017: Proposed Financial Plan 2018/19-2020/21 – document AJ with accompanying appendices

[Bradford Metropolitan District Council - Agenda for Executive on Tuesday, 5th December, 2017, 10.30 am](#)

Equality Impact Assessments (for budget proposals 2018-19 and 2019-20)

<https://www.bradford.gov.uk/your-council/council-budgets-and-spending/budget-eias-2018-19/>

Appendix 1 - Equality impacts for budget proposals (2018-19 and 2019-20), as agreed on 5 December 2017 for consultation

1. Level of impact by outcome (priority)

Theme	High	Medium	Low	None
Better Skills, Jobs, Economy	13	17	27	113
Decent Homes	0	0	0	0
Better Health, Better Lives	25	18	47	49
Great Start, Good Schools for all Children	2	15	14	15
Safe, Clean & Active Communities	1	8	26	55
Well run Council	0	0	6	4

2. Total level of impacts across each protected characteristic group

Protected Characteristic	Impact Levels			
	High	Medium	Low	TOTAL
Age	12	11	14	37
Disability	7	12	13	32
Gender reassignment	0	2	11	13
Race	5	4	17	26
Religion/belief	0	6	12	18
Pregnancy/Maternity	3	7	13	23
Sexual Orientation	1	1	9	11
Sex	3	6	8	17
Marriage & Civil Partnership	0	0	7	7
Low Income/Low Wage	10	9	16	35

3. Proposals with multiple high impacts

Areas of Multiple High Impacts									
Theme	EIA Ref	EIA Heading	Age	Disability	Race	Pregnancy & Maternity	Sexual Orientation	Sex	Low income/ low wage
Better Skills, Jobs, Economy	4C3	A prepared and skilled workforce	H	H	H	H			H
	4R2	WYCA Transport Levy reduction – Percentage annual reduction	H	H					
	4R6	Gullikson, drainage, pavements	H	H					
	4R7	Accommodation, gateways, subway, signing, lining, winter	H	H					
	4R20	Sustrans promotes young people travelling to school actively and/or sustainably	H						H
Great Start, Good Schools for all Children	4PH1 Pt a	Oral Health Improvement	H						H
Better Health, Better Lives	4PH3	Sexual Health	H			H	H	H	
	4PH5 Pt a	Homestart	H		H	H		H	H
	4PH5 Pt b	Injury Minimisation Programme (IMPs)	H		H				H
	4PH5 Pt c	Worksafe	H	H	H				H
	4PH6	Physical Activity, Food and Nutrition (Health Improvement)			H				H
	4PH8	Warm Homes Healthy People (WHHP)	H	H				H	H
	5C1	Review of Respite Provision after the introduction of personalised budget	H	H					

Appendix 2 – Consultation feedback – service and equalities

(Where proposals have received no comment through the consultation, these have not been included in the table below.)

Appendix 2: Budget Proposals 2018/19 & 2019/20 Consultation Feedback

NEW PROPOSALS FOR 2018/19 AND 2019/20					
Ref	Proposal for Change	Equalities impact	Mitigation	Feedback on service impacts	Feedback on equality impacts
		As published in December 2017			
OUTCOME: Better Health Better Lives					
5PH1	A Home From Hospital Service – BRICCS Integrated Care & Support – review and redesign of the service.	This service is designed to support people who are homeless or in unsuitable accommodation, and who are at risk of staying longer than necessary in hospital. Homeless populations are more likely to have ill health and long term disabling conditions; some from age specific groups such as 16-25 year olds and 35 to 55 year olds. They are also more likely to be male.	Mitigation may be possible should the provider be able to secure alternative funding. This review and redesign will help identify other funding streams over the next two years as part of the bigger programme of out of hospital redesign.	It was felt that the funding should be maintained as a 'spend to save' initiative and in order to free up hospital bed spaces. The council should ensure other funding for appropriate support is secured before making a decision to withdraw this service. There is lack of clarity on what the remaining other funding might be and how effective it can be. Concern that the people this affects won't have a say on the proposal.	This could reduce the level of support available to some of the most vulnerable in society and in addition could put this group of people at risk of homelessness. This would also put pressure on housing providers to rehouse individuals where we do not have the resource or skills to meet their care and support needs. This would put the individual at risk of being rehoused into inadequately and potential returning to hospital or becoming homeless. It was suggested that this EIA needs more data to support the assessment.
5C1	Review Respite Provision after the introduction of personalised budgets	At this stage of the proposal development it is unclear what the impacts on protected characteristic groups would be. However as the proposal is developed the people it impacts upon will be considered as a means of helping to shape the proposal. However at this stage it is anticipated that the impacts could be high on age and disability.	Considerations to date include further developments of personalised budgets and to develop a process to buy services with personalised budgets from the Council and the Voluntary Sector.	There's a need to ensure sufficient help for people to understand and be supported through this change. It was felt there aren't enough existing places, even before any reductions. There is a risk that carers will be unable to continue to care because the impact upon their physical and mental health. More training is needed to help people manage their own budgets.	More data is needed on this EIA, such as how many people are currently managing their own budget? There is a clear impact upon many protected characteristics (age, disability, women more likely to be carers etc). Further assessment is needed to understand the impact on BME people. With reduced respite vulnerable people will end up in the Assessment and Treatment Unit/ Higher risk of abuse/Children taken into care.
OUTCOME: Better Skills, More Jobs and a Growing Economy					
5E1	Museums and Galleries – Review of service to include potential for income generation, service efficiency and integration and remodelling of operational delivery	No impacts identified	N/A	Particular concern for Red House. If museums close history and artefacts will be lost, along with education and knowledge for the next generation. Museums bring history alive. Alternative to closure would be to set up memberships (like National Trust) and run events which could be charged for (thematic evenings, weddings etc). Exhibitions and events should be charged for as an income generator to support other services. It is suggested that museums shouldn't be run by the Council, but by the private sector. The Council should stick to core services of social care, cleansing, road maintenance and education. There was agreement by some that health services should take priority over museums, if it has to come to down to a choice. Opportunity for more volunteer involvement, with the right	

NEW PROPOSALS FOR 2018/19 AND 2019/20

Ref	Proposal for Change	Equalities impact	Mitigation	Feedback on service impacts	Feedback on equality impacts
		As published in December 2017			
				training. People benefit from such venues for education, social stimulation or to counter social isolation.	
5R1	Reducing de-trunked (previously Highway Agency controlled) road maintenance budget	A reduction in the overall allocation of revenue maintenance would lead to a reduction in the numbers of maintenance cycles undertaken for each aspect of maintenance in any given year. (e.g. reducing litter picking activities from 4 times per year to 2 times). Any reduction in highway maintenance will impact most people the same, but will possibly have slightly greater impact on people who are more elderly, disabled or pregnant.	Priority would be given to any maintenance activities which have a 'life or death' consequence on users of the highways network. However as the scope, nature and therefore impact of specific maintenance requirements is not known, it is not possible to propose measures to fully mitigate or eliminate the possible disproportionate impacts.	Consideration needs giving to any long term impact (including injuries, legal claims, damage to highways and therefore more costly repairs later).	The impact on mobility of disabled and older people because of the state of the roads and pavements is massive.
5R3	Increasing percentage level of staff capital recharges to external projects/ customers	No impacts identified	N/A	This was seen as a good idea, and that increases in charges for using council staff skills needs to be looked at in other areas.	

OUTCOME: Safe Clean Active

5E2	Youth Service – All commissioned grants will be reviewed during 2018, with grants to VCS groups providing youth work ceasing from April 2019.	There will be a disproportionate impact on young people in the district. Some of the grants made support a particular protected characteristic group. Whilst the grants are relatively small, and will not address the needs of the entire protected characteristic group, they do benefit a smaller number of people within it. There will be an impact on other protected characteristics but this would be proportionate to the overall youth population. It is not possible to predict how the loss of grants to the voluntary, community and faith sector would impact on youth work jobs within organisations currently funded under the grant scheme.	Last year the Youth Work Grant Scheme was reconfigured to give 2 streams to the grants, one was for sessional / week in week out youth work activity, the other was for developmental grants for groups to develop self sustaining youth work initiatives. As these will have been funded for the year, build sustainability into their plans for the work, these should now be at a stage of being able to operate without the renewal of the grant. Further consideration to mitigating the impact will be made in terms of sessional youth work by working with the local authority Youth Services to ensure they support local voluntary, community and faith sector groups in shared initiatives that develop and enhance skills, volunteering opportunities and People Can initiatives to respond to locally identified needs. The work of the Youth Offer	The VCS have an essential role in supporting the growing BME youth population. A reduction in support will be counterproductive, leaving youth disengaged from society. Ensure that there is sound analysis of the impact of the changes in funding, and that the outcomes from grant are evaluated to ensure the impact is maximised. The reliance on the VCS finding alternative funding sources is not always realistic as many bids are not successful. Where activities are targeted, then evidencing the need is easier and funding easier to acquire. However these grants are used for match funding which would also no longer be an option. A cost benefit analysis should be done to realise the impacts of not supporting this work. It is primarily preventative or early help activity which saves the whole 'system' money. Innovation will be lost. The alternative of using volunteers is not realistic without support for them. Suggestion of splitting the reduction over two years, rather than all in one year. There was concern that this meant that the Council wouldn't be meeting its statutory duties. Access to the National Citizens Service is limited, not all can engage, leaving a gap in support. Suggest a local version is developed with a wider reach. Suggestion of redesigning the whole system of youth support and engagement.	The EIA states that the Youth Offer Working Group will continue to identify priorities and needs but they must also consider how reduced funding may affect communities. Any impacts need to take into consideration the wider cumulative impacts across the whole budget on young people. The VCS reach many young people who are not known to specialist services, more vulnerable young people such as Asian young women who can be marginalised (forced and coerced marriages). Concern was expressed for young disabled people if services are reduced/taken away. There was a suggestion that groups in more disadvantaged areas have less opportunity to access alternative sources of funding & support therefore increasing inequality.
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NEW PROPOSALS FOR 2018/19 AND 2019/20

Ref	Proposal for Change	Equalities impact	Mitigation	Feedback on service impacts	Feedback on equality impacts
		As published in December 2017			
			<p>Working Group will continue to identify priorities and needs in relation to the districts youth offer and explore ways of building capacity within the Voluntary, Community and Faith youth sector.</p> <p>As there is a 12 month lead in time to implementation, further work (and the grant funding) can be applied to building sustainable solutions and mitigating impacts.</p>	<p>The VCS contributed to a lot of youth work in the lead up to the EDL demonstrations. The ability to react to this sort of situation would be harder without that additional support.</p> <p>Bradford Youth Development Partnership can show that that for every £10 'granted' by the council, it has attracted an extra £30. This must be an extremely strong argument for the value of support by means of a grant?</p>	
OUTCOME: Well Run Council					
5FM2	School Catering and Cleaning – increased sales, price review and administrative efficiencies.	No impacts identified	N/A	There is a concern over increased costs for schools in areas with higher levels of deprivation	
5F2	Revenues and Benefits – General efficiency savings – combination of cost and staffing reductions	No impacts identified	N/A	There is concern with these efficiencies when the benefits system is so complex with people struggling to navigate through it. If people don't get the right support to access universal credit (and other funding they are entitled to) this creates more dependency and more cost to the Council.	
5F3	Procurement Supplies and Services Budget – overall net savings subsequent to a review of the Procurement function as a whole	No impacts identified	N/A	When reviewing procurement , consideration should be given to the impacts on the local community – social value and supporting and building relationships with local businesses.	
5X1	Reduce total cost of top management - the scope is the senior management (Strategic and Assistant Directors) and their PA structure	No impacts identified	N/A	It is felt that top management need to be able to undertake multiple roles, in some case both political and officer. There also needs to be general reduction in managers and a reduction in senior management salaries.	

PROPOSALS ALREADY CONSULTED ON IN 2016/17, FOR FURTHER CONSULTATION

Ref	Proposal for Change	Equalities impact	Mitigation	Feedback on service impacts	Feedback on equality impacts
		As published in December 2017			
OUTCOME: Better Health Better Lives					
4PH1	School Nursing and Health Visiting - service based efficiencies – primarily management, back office and vacancy control <i>Please note this proposals affects both Better Health, Better Lives and Great Start, Good Schools but for clarity is shown here</i>	The services will be re-commissioned as part of the proposed Prevention and Early Help which was outlined in the Executive paper in November 2017. There is potential to impact on children and families across some protected characteristics but these will be mitigated wherever possible by focusing on identifying children at risk and targeting services on more vulnerable families and their children. The consultation for this model completes in Feb 2018.	Using a phased approach will help to plan and prepare any emerging risks which can then be managed through the proposed Prevention and Early Help approach for a more integrated model for children and young people and the service will continue to provide statutory services.	It was suggested that local organisations would be able to better provide these services, keeping money in Bradford and providing a better quality service. One large local contract should be set up, with localised grants to smaller providers.	
4PH2	Substance Misuse Service – combination of redesign, re-commissioning and ceasing recovery service, dual diagnosis service, supervised medication programme, inpatient detoxification services.	Impact assessments have identified that this range of proposals could have impacts on a wide range of service users across the range of protected characteristics.	Any new contracts will continue to have the same equality requirements of the Provider under the Equality Act 2010 as the current tender. The new service specification being commissioned requires that the service is provided through various types of provision and that the service is integrated throughout providing continuity for service users. Services will be more community based with access points in multiple sites in non-substance misuse specific services making it easier for all sections of society to access them.	The option of community based services may neither be popular with users or others using centres. More details are needed on the type of centres to be used.	
4PH3	Sexual Health - combination of redesign, review and ceasing services Health development with young people, sex and relationship education in schools, emergency hormonal contraception	Some of the services are designed specifically for parts of the population who share a protected characteristic. Therefore services are provided disproportionately to those parts of the population and the impact will reflect this.	The SRHS that is commissioned is part of a wider Sexual Health economy with GPs providing oral contraception and STI testing which is commissioned by NHSE from GP practices as part of their core service offer. Bradford residents would still be able to access SHRS (oral contraceptives and STI screening) within their community through their GP practice and Long Acting Reversible Contraceptives (coils and implants) and STI testing and treatment, through the SHRS that would stay situated centrally within the city centre making it accessible to all.		One of the mitigation factors for this area is that it will be delivered through schools. However those most in need of this provision are the very young people who do not engage in school or who have poor relationships with them, therefore resulting in a lack of access to those who most need the service. As a result you will see more young people needing higher cost specialist services, for example and increase in teen pregnancy.
4PH6	Physical Activity, Food and Nutrition - cessation of grants to VCS organisations delivering range of activities including 'cook and eat', physical activity, food growing and breastfeeding support.	Services are currently commissioned from a variety of BME organisations and groups based in low income areas to ensure positive outcomes for all parts of the community. The race equality impact is judged to be high, because of the high BME take up of VCS services.	The Health Improvement Team will support providers/organisations and service users proactively with advice and sign-posting as opportunities are identified		
4PH8	Warm Homes Healthy People – reduction in the	Service supports a range of vulnerable	In 2016/17 support to develop a new	The council has already explored	

	short term winter activity based programme	householders, many of whom share particular protected characteristics. Removing the programme's main funding reduces the breadth of service offered and may disadvantage some people.	approach to funding was granted to partners, which allowed the creation of a crowd funding website which plans to raise £25k this year. This will be built upon to enable core services such as fuel poverty and food poverty work streams to be maintained. Other independent fund raising by existing partners such as Ground Works/ Family Action will join in the programme each winter.	developing a new funding approach, however exploring options around voluntary organisations who offer similar support may be beneficial e.g. stepchange, CAB, CHAS St Vincents, foodbanks etc and having an effective signposting and partnership working will assist customers who benefit from the WHHP if funding needs to be reduced.	Housing Associations are able to offer some support similar to the WHHP scheme for tenants (e.g. food parcels, debt advice) however people living in the private rented sector do not get the same level of support. The number of households in the private rented sector is growing and cutting this service further is likely to put vulnerable households at risk.
4A1	Adults - Overall Demand Management Strategy - moving from a dependency model to one that promotes independence and resilience (e.g. reducing numbers coming in to care, care system culture change, speeding up integration, redesign enablement, reviewing financial needs, continued personalisation).	<p>Older people and people with Mental Health & Learning Disabilities will predominantly be affected by this proposal but the focus will be on personalised services for people so the impact on protected characteristics will be mitigated at individual level.</p> <p>As part of the Strategy to reduce residential and nursing places it is intended that more extra care schemes are developed, which will help to improve people's lives and reduce expenditure across all groups.</p> <p>As the proposal is developed, the detail of impacts will be further assessed to ensure any potential implications on protected characteristics are minimised.</p>	<p>Our approach will seek to focus on people's strengths and enabling people to manage properly understood, proportionate and positive risks in living their lives. We will undertake individual assessments and carry out extensive engagement with service users, carers and advocates to ensure seamless transitions for any service users affected. This will enable us to meet our duty under the Care Act 2014 and mitigate against any disproportionate negative impact on any person with a protective characteristic.</p> <p>By offering other options for people in terms of housing and care support, people will have the opportunity to access appropriate services that meet their assessed needs and be in a position to maintain their independence and to continue to have a positive contribution and be inclusive in their local community. This will ensure where possible people with particular characteristics are not disproportionately affected. We will further review the potential impact on protected characteristics as part of the development of the delivery programme.</p>	<p>Concern over the cuts with the increasing elderly population. We should embrace the private sector ideas and bring more in house as you don't see private care bankrupt. More cross council cooperation to share resources and skills. It is suggested that MPs should be lobbied regarding the issue with underfunded social care as well as Jeremy Hunt. Social care should be paid by government not local tax payers. Concern that lack of funding will have a detrimental affect on the NHS. There is concern that poorly funded social care, will lead to poorly trained staff and very poorly paid staff, which ultimately leads to a very poor service. It is suggested that all social care is run directly by the council. Children, Adults and Elderly are already the most vulnerable group in terms of support required. If these groups then have additional needs like any disabilities, disease, housing, transport, Medical Services then their vulnerability is further enhanced and compromised. More transparency is needed on this proposal. Invest in local VCS - keep the money within the district and be wary of larger organisations who have a notional presence but little local knowledge but are in a position to undercut local organisations where the skills/contacts/trust and knowledge has taken years to achieve. There was concern as to how much support people would get to allow them to be independent. With less care hours, people can do fewer activities which reduces their independence. More training and support for providers is needed. Clearer and simpler pathways are needed to help reduce waiting times. It was felt that the VCS could do a lot more to help mitigate especially around accountable care and mental health. Closer working with GPs for example.</p>	The cuts are taking us backwards in terms of the Social Model: Less choice & control and integration leading to more safeguarding issues.

				Concern that there is no clear plan or strategy to address the budget shortfalls in this area.	
4C3	Children's Services – staffing, restructure, reduction in the Connexions contract with longer term service brought back in to Council, investigate regional data centre, cessation of Employment Opportunities Fund (EOF).	This proposal in regard to the Connexions Service contract will have a negative impact on people who share a protected characteristic. This service directly supports young people who are NEET, the cohort being comprised of young people with complex and multiple needs related to the protected characteristics and long-term low-income unemployed adults	To mitigate the potential disproportionate impact of the Connexions Service proposal, there will be a re-design of the Connexions type activity to provide a minimum statutory service with a greater reliance on the Bradford Pathways approach that will be underpinned with more effective information, advice and guidance framework. Greater linkages and working with other front line staff working with young people will also be explored. It is not feasible to fully mitigate the impact of the proposals given proposed funding levels	Some felt that this should remain within the Local Authority or with further education establishments, as these organisations are better connected and therefore can deliver a better service. Others felt this was an opportunity to have different partners engaged, therefore adding to the richness of any support services, and opportunities for additional funding. Services should not be centralised, as many people wont access them if they have to travel. Concern that this loss will impact the support for young people and the consequent future of the district. The EOF scheme has been extremely beneficial for many of the individuals on the scheme; supporting them off benefits and back into work, bringing in additional funding into the district as a result of them working and the payment of lower benefits and spending more money within our district. Without this fund it will impact on those who through it would be back in employment	
4C4	Child Protection management restructure – reduction in teams by four to ten with potential reduction in team managers plus review other overall budgets	No impacts identified	N/A	Concern that a reduction in numbers of staff will leave children even more vulnerable.	
OUTCOME: Better Skills More Jobs and a Growing Economy					
4E8	Events and Festivals – review to develop a more sustainable and balanced events programme	Potential for greater impact on people of low income / low wage. The events are primarily free to attend and any reduction in their delivery could reduce the opportunity for people to attend cultural activities.	Review of Events and Festivals framework is on going and will take into account the protected characteristics to mitigate any disproportionate impacts.	Council seems to fund activities in city park which have no bearing on the well being of the people and council does not get any revenue from this activity. There needs to be a critical examination of events held around the Mirror Pool. They are aesthetically pleasing but can no longer be a priority. The council festivals on offer throughout the year are wonderful family events where families from all cultures and backgrounds are able to integrate in a safe and friendly environment and learn about each others cultures and celebrations. It would be such a shame to lose these events and the impact on integration could be huge.	
4E9	Libraries – reduction in the number of libraries directly provided by CBMDC. Further investigation of potential for alternative delivery models	Potential reduction in the number of libraries directly managed by the Council may impact on those groups, young and old or low income/low wage that have no alternative access to information or educational/reading materials though other sources (eg on-line, purchased) or use libraries as social gathering points.	Consultation with and support for communities to help develop proposals and implementation of models of community management outside Council control.	More detail on the expected changes is needed. At the very least keep the larger libraries and improve these. Libraries are now running very low on professional input making it harder to develop and diversify. Libraries need to continue to provide management of Bookstart scheme (gifting books). Concern that community run libraries wont be able to meet the national plans set out	Elderly people will struggle to get to a central library and this will lose any village feel. Not all are able and this is limiting their ability to use this service. The most vulnerable in society that don't have a voice who use our libraries to access the internet to pay bills sort out job applications, those that need a quiet space to read and relax to help people with invisible disabilities. People are encouraged to read and write to help their mental

				<p>by Society of Chief Librarians. More information is needed on how existing community run libraries are doing. It was felt that consultation on libraries changes was hidden and not engaging people enough.</p> <p>There is an opportunity to make libraries shared community spaces, but they need to be run by professionals, as relying on volunteers is not effective enough – issues of confidentiality and knowledge for example.</p> <p>More work could be done on finding alternative funding streams, and alternative models such as York Explore, trusteeships, charitable trusts.</p> <p>It was felt that community run models work in affluent areas but not in areas of greater deprivation. It was also suggested that schools are struggling to purchase books, so limited lending will add a further burden. It was suggested that libraries could be run from community halls. This is already happening successfully in many areas.</p> <p>Concern that legislative duties to provide a service will not be met.</p> <p>Bring community facilities such as halls and libraries up to a modern standard and in good states of repair before transferring to community ownership.</p> <p>The service that libraries provide cuts across all the Council's priority areas as outlined in the Council Plan and should therefore continue to be supported.</p> <p>Most feedback related to libraries in general but some comments mentioned Bingley, Ilkley. Keighley, Wike and Wibsey in particular.</p>	<p>health. People on low incomes don't have easy internet or purchased materials access.</p> <p>There was concern that the home library service would be cut, effecting older more vulnerable people.</p> <p>There is concern that the cuts will impact on communal activities such as activities for children during school holidays, or societies such as family history societies that hold monthly meetings, short courses on historical research or classes in IT literacy. Disabled people are keen that the home delivery service continues for disabled people. This has a knock-on effect on the Home First agenda: People at home having nothing to do/isolation/depression. There is great value in the act of someone popping in with the library books – it may be their only visitors that day (social contact) and is a good check to spot if people need more help (every contact counts).</p>
4R2	West Yorkshire Combined Authority (WYCA) Transport Levy – proposed reduction in the levy	This proposal could have an adversely disproportionate impact on both the young (under 18's) and elderly sectors of the community as the funding which is being reduced is specifically used to fund schemes/programmes which are delivered for these groups.	<p>The negative impacts would need to be considered within the wider West Yorkshire context in consultation with WYCA with whom the ultimate decisions on which aspects of their budgets to reduce would rest.</p> <p>Some aspects of expenditure of the Transport Levy are protected by national regulation and hence are likely to remain largely unaffected by any reductions as a consequence of this proposal. It is therefore anticipated that those elements of expenditure which are discretionary are likely to bear the majority of any agreed levy reduction.</p>		There is concern that the provisions over and above that granted to ENCS holders will be lost or reduced eg the benefit that is afforded to the blind/VI community that allows them to use trains and buses at all times
4R6	Planning, Transportation and Highways - options related to discretionary budgets for highway maintenance works including minor drainage improvements, pavement repairs and footpath and snicket maintenance	Whilst the cost of the works delivered through the local area maintenance budgets may be relatively small, the impact of non-action could have a disproportionate impact on the lives of the districts citizens. Some footpaths and	As the scope of the impact arising from this Proposal could be wide ranging and dependent upon the nature of any specific maintenance requirements, it is not possible to propose measures to fully mitigate or eliminate the impacts.	Cuts to traffic and road budgets will increase costs for motorists and cause damage to vehicles, potentially leading to a higher rate of accidents.	Failure to maintain footpaths, in particular, will present significant risk of injury to elderly, infirm and disabled. Consider low maintenance surfaces rather than traditional paving stones where possible.

		snickets are currently impassable due to lack of maintenance which is a consequence of the current reduced budget allocation	However, the nature of the prioritisation framework (which is still to be developed), which would be used to assess the priority for action of any requests, could incorporate appropriate consideration of the characteristic of the person needing action (e.g. include age and/or disability criteria).		
4R7	Planning, Transportation and Highways - reduction in Highways Services operational budgets associated with operational transport gateway and subway maintenance	Reduced maintenance of gateways and subways will lead to these assets deteriorating and over time potentially becoming impassable. This could therefore impact on some of the protected characteristics. This could therefore impact on some of the protected characteristics.	Replacement of any subway facility which is removed as a consequence of this proposal with a surface level controlled crossing could be considered to ensure that the negative impacts on severance are mitigated. However such works would lead to an increased maintenance liability on the Council's traffic signal infrastructure and such crossings are inherently more dangerous than segregated crossings on major arterial routes like Wakefield Road.	Traffic calming measures need to be applied to all parts of the district, not targeting particular neighbourhoods.	
4R11	Planning, Transportation and Highways - introduction of limited lighting hours / switch off of street lighting on non-principal road network	Introduction of this proposal in additional areas of the district will have a disproportionately negative impact on some protected characteristics. Fear of crime amongst the elderly will increase where back streets and residential roads are unlit during the early hours of the morning and it is from this characteristic group that the greatest impact is anticipated. Similarly fear of crime on unlit streets could adversely impact the protected characteristic groups of disability, race, religion/belief and sex who may all experience increased levels of concern about the proposal.	The Council has developed a set of criteria which are used to select streets where limited lighting hours are introduced. These criteria assess road safety statistics, criminal activity records, infrastructure condition and involve consultation with the local community on any proposals being prepared. Any streets which are considered appropriate to be included in the programme of limited lighting operation will be fully appraised using this model before a decision is taken on whether or not to implement the limited lighting hours infrastructure is taken. Those streets with high criminal activity and/or poor road safety records will not be included in the project beyond their initial assessment. To avoid any undue distress to local residents only those streets which "pass" the desktop assessment will be consulted upon with the local community.	Despite the council stating they have developed a set of criteria that include criminal activity records, we are aware that a lot of crime goes unreported to the police which could potentially mean that the data on which decisions are based is not robust. If not already part of the criteria consultation with housing providers at an early stage regarding reports of anti-social behaviour in the area as Housing Associations operating in the district have a detailed knowledge of the problems faced by communities in the neighbourhoods they manage. There is concern about the continued reduction in street lighting and how that leads to people not feeling safe and not going out at night time. However it was also suggested that more street lighting could be reduced between midnight and 6am. Concern for late night worker's safety, and the increase in social isolation.	
4R13	Economic Development Service – reduction in City Park sinking fund (fund set aside to fund future expense), matched funding for European Strategic Investment Fund programmes. Remove support for B-funded community funding information website	The savings may have a low impact on low wage/low income people where job opportunities are impacted.	Targeting areas of economic under performance, and by prioritising target groups in service promotion and skills development.	It was strongly felt that the Bfunded investment should remain as through this support a very large amount of money is brought in to the district. The impact can be demonstrated through figures from West Yorkshire Community Accounting Service (WYCAS). This shows that in 2016/17 they supported 128 Bradford district organisations with their finances. This led to 402 separate grants and contracts being received in the district, with a value of £1.8m coming from the local authority and £4.1m coming from other sources.	
OUTCOME: Safe Clean and Active Communities					
4E1	Parks and Bereavement management	Impact on clubs with lower level of	There is a growing interest from local	There is concern over the use of the digital	

	<p>rationalisation; withdrawal from direct management of sport pitches and bowling greens; raise prices of bereavement services.</p>	<p>membership / players and/or financial resources at their disposal which could ultimately result in some clubs to merge or disband</p> <p>With regard to bereavement service proposals, any increase in charges, particularly at a rate above inflation, will by definition have a disproportionate effect upon those on low incomes for a service that cannot be viewed as discretionary.</p> <p>Given that cremation charges are currently lower than burial charges, particularly should a new grave be required, any percentage price rise will generate a higher cash increase in the cost of burials than that of cremations. This could represent a disproportionate effect for those religious/faith communities that due to their beliefs have no choice between funeral types. The Muslim and East European communities fall in this latter group.</p> <p>The implementation of a flat rate cash increase to both cremations and burials would however have increased the cremation charge to a level disproportionate to that of the burial charge in terms of comparator values of neighbouring Councils.</p>	<p>communities, residents, Parish/Town Councils and sports clubs to become more involved in the operation of public assets, particularly where the opportunity exists to develop community use. Such as having direct access to a range of grant funding bodies whilst 'ownership' allows increased sponsorship and fund raising opportunities.</p> <p>The Service would seek to support individuals/groups of clubs both directly and through the National Governing Bodies to take overall responsibility and would consider an incremental approach over a defined period. Prior investment in the assets to transfer together with elements of seed funding and appropriate rent will allow financially sustainable organisations to develop.</p> <p>The most deprived/low income communities receive support for the cost of funerals from the Council through Adult Services.</p> <p>The proposed above inflation increase in charges for funerals will result in local service users continuing to pay less than the average within West Yorkshire for all services.</p> <p>It is intended to introduce a reduced rate for the walling of graves to coffin height which will mitigate the effect of the increases for those faith groups that adopt such a requirement</p>	<p>body scanner for autopsies. It is felt not to be essential.</p> <p>In relation to sports pitches, there continues to be concern about the capacity and capabilities of volunteers and some groups to take on the responsibilities of maintaining grounds and facilities.</p> <p>Parks need to be seen as a community asset. A small amount of council maintenance leads to greater involvement by communities to keep the park in a good state and make use of the space.</p>	
4E2	<p>Waste Collection and Disposal Services – Full year effect of introduction of alternate weekly collection and associated round reduction, improved recycling, reduction in residual waste and improved efficiencies.</p>	<p>Alternate weekly collections fully implemented with the exception of rural rounds (in hand) with no adverse impacts identified.</p> <p>The proposal is likely to have no or a low impact on everyone so it is considered that there is no disproportionate impact on any group who share protected characteristics. It is however recognised that a move to alternate weekly collection could result in the residual waste bin being heavier to move around.</p>	<p>The Council already provides assisted bin lifts for residents where mobility or accessibility issues arise. In this circumstance the resident can call the Contact Centre and a home visit will be arranged to assess how the Council can help.</p>	<p>Concern over fly tipping, over flowing bins (for families in particular) and the imposed difficulties to use recycling centres - we need passes but these are not automatically sent to residents. Menston residents can't use the nearby Ellar Ghyll site as it's in LCC jurisdiction, and Ilkley is 20 min drive away. So there is an exchange of weekly bin collections for car emissions, fly tipping and hassle.</p>	
4E5	<p>Street Cleansing and Public Conveniences – reduction to street cleansing resources for 2019/20</p>	<p>The street cleansing proposal has the potential to have a low impact on predominantly inner city highly densely populated areas. The people who live in these areas are in the main white people on low incomes and communities from BME backgrounds.</p> <p>In terms of closure of the toilets there is likely to be a disproportionate impact on older people, pregnant women, parents requiring access to baby changing facilities, young children, transgender community, and disabled people,</p>	<p>Increased waste awareness and anti litter/education campaigns in affected areas and the new robust enforcement model for targeting those people that drop litter, will mitigate the impact.</p> <p>The department have approached relevant Parish Councils, Friends of Groups and other interested community groups whether they would be interested in taking over the running of toilets. The discussions surrounding takeover and Community Asset Transfers are progressing well</p>	<p>It was felt that all late night licensing of takeaways outside of the City Centre should cease, stopping the ribbon development of takeaways and fast food establishments in the inner city. The focus on cleansing can then be focused on the city centre with rigorous enforcement and expanded teams - warning letters are ineffective. Allow local community groups access to anti-litter posters for grot spots. CCTV should be put in areas with high levels of fly tipping (e.g. Thornton Road). Any proposal which increases the likelihood of litter on our streets and roads will have a</p>	<p>There was concern on the workforce profile as it was suggested that there are quite few disabled people who work in this service. If jobs are cut the Council must support these people to find alternative work.</p>

		particularly those with complex needs, and people who, because of their physical condition, may need to visit the toilet more regularly.		direct effect upon peoples health and safety. It was also felt that vermin has already increased due to increase fly tipping. There are more opportunities for community litter picks which happen successfully and community run around the district. Less clean environments lead to poorer health of residents including mental health. More enforcement is needed. Some continued concern over the future of public conveniences.	
4E6	Pest Control – cessation of the pest control service	This proposal could have an adverse impact on people on low incomes as it removes the facility to pay for treatments in instalments although the equality assessment carried out indicated that this proposal is likely to have no or a low impact on everyone.	The most common request for treatment is to deal with rats and mice and there is at least one company in Bradford which is able to provide the service cheaper than the Council	There was concern that this proposal meant that the service was going to be outsourced, with increased costs as a consequence.	

Topic	General comments – not proposal specific
Council Tax	<p>Can't afford the increases. Wages and cost of living increases are far lower than the suggested CT increase.</p> <p>There is still an issue with fraud on single occupancy households.</p> <p>Owners of empty properties and unused land should be charged higher rates to force maintenance and if not lead to low level compulsory purchase for LA income generation.</p> <p>Reinvest CT in areas where it is generated from.</p> <p>It was suggested that some businesses could run some services more efficiently and should therefore be transferred which in turn would increase business rates received.</p> <p>The affordability of council tax needs addressing, so that people pay what they can afford according to their situation – families, or single income households should pay a bit less than those with double incomes for example.</p> <p>There was the suggestion of changing the CT system for something like a local income tax or a poll tax.</p> <p>Concern that those areas with parishes are being very hard hit due to increases in both precepts.</p> <p>The council tax reduction scheme helps the most vulnerable and economically disadvantaged in our community. This reduction will penalise these people beyond breaking point. There are vulnerable people with unmanageable debt who rely on budgets which are supported by CT.</p> <p>Look at keeping support for those who need it regarding their income or if they are vulnerable. By making it harder for them, the bills still wont get paid but it will push people into debt which creates far worse problems.</p>
General administration	<p>Reduce the number of Councillors.</p> <p>More pressure needs to be put on central government to provide the funding needed, with Yorkshire local authorities creating an alliance to strengthen the argument.</p> <p>The Council could look more to philanthropy to support what will be lost.</p> <p>Concern that the vulnerable are being affected by the proposal leading to more people being in poverty.</p>
Efficiencies	<p>There was a suggestion that the removal of Essential Lump sums for car users would cost more in the long run through use of taxis and public transport.</p> <p>It was suggested that communities could do their own garden/grit/cleaning. Also Renting council office spaces could be rented to other organisations.</p>
Revenues and Benefits	<p>With universal credit coming in, more staffing is needed in revenues and benefits.</p>
Health (general)	<p>It is felt that contracting and procurement arrangements are not in line with the pledges around prevention and community led development. VCS work is being hampered by this, especially as it is hard to demonstrate impact and scalability. Would like to see more co-design and joint working.</p> <p>It was suggested that patient groups should be used to help get the message out about changes in public health and the way services are delivered.</p>
Other	<p>There is concern that there aren't sufficient or appropriate jobs available for people with disabilities. Increases in costs of living, be it from Council Tax, transport costs etc just makes their situations worse.</p> <p>There are concerns over increases in homeless people and the lack of funding/investment for them. A bigger proportion of expenditure should be spent on them with a vision for housing and homelessness in Bradford.</p> <p>It is felt that service reductions haven't been proportionally applied, with outlying areas suffering (e.g. Queensbury).</p> <p>Recent FOI requests have shown that union officials receive funding and time, this should be stopped as union subs should pay union funding.</p> <p>In relation to VCS funding cuts - Often value of small community organisations is overlooked because of their historic inability to measure their impact and the scalability of their work, however, this is also at odds with the clear commitment from the Council's senior management to asset based community approaches.</p> <p>Expression of sympathy for the cuts that the Council have been forced to make, and the dismay at the inevitable deterioration of Social provision for those who most need it.</p> <p>There is concern that those who shout the loudest will have their voices heard when the final decisions are made.</p> <p>There is concern about the amount of cuts to advocacy services and how that is making it harder for disabled people to have a voice including for issues like housing and access to the criminal justice system.</p> <p>There needs to be more publicity and information sharing about the assisted bin service as it is felt many do not know about it.</p> <p>The council could be more proactive in finding people and groups who are willing to put their energies behind running services – promoting the opportunity for a conversation.</p> <p>There was suggestion that social impact bonds could be better used – such as the Sheffield model.</p> <p>Concern over the money the Council might be spending on the Odeon, when apparently more important services are being substantially cut.</p>
Overall equality impacts	<p>The proposals have a regressive impact upon disabled and older people.</p> <p>There is a feeling that the cuts are more likely to hit people who are unlikely to complain, vote, have a say. This doesn't necessarily fit with equality duties and the Brown Principles</p>

Appendix 3 – Consultation feedback from consultation undertaken in 2016/17, on proposals undergoing consultation again in 2017/18 due to further proposed reductions.

Ref	Budget Proposal or budget area:	Equality Assessment	Mitigation	Feedback on service and equality impacts
		As published in December 2016		
OUTCOME: Better health, better lives				
4A1	Adults - Overall Demand Management Strategy - moving from a dependency model to one that promotes independence and resilience (e.g. reducing numbers coming in to care, care system culture change, speeding up integration, redesign enablement, reviewing financial needs, continued personalisation).	Older people and people with Mental Health & Learning Disabilities will predominantly be affected by this proposal but the focus will be on personalised services for people so the impact on protected characteristics will be mitigated at individual level. As part of the Strategy to reduce residential and nursing places it is intended that more extra care schemes are developed, which will help to improve people's lives and reduce expenditure across all groups. As the proposal is developed, the detail of impacts will be further assessed to ensure any potential implications on protected characteristics are minimised.	Our approach will seek to focus on people's strengths and enabling people to manage properly understood, proportionate and positive risks in living their lives. We will undertake individual assessments and carry out extensive engagement with service users, carers and advocates to ensure seamless transitions for any service users affected. This will enable us to meet our duty under the Care Act 2014 and mitigate against any disproportionate negative impact on any person with a protective characteristic. By offering other options for people in terms of housing and care support, people will have the opportunity to access appropriate services that meet their assessed needs and be in a position to maintain their independence and to continue to have a positive contribution and be inclusive in their local community. This will ensure where possible people with particular characteristics are not disproportionately affected. We will further review the potential impact on protected characteristics as part of the development of the delivery programme.	<p>Concern over the future of dementia care and that the elderly needed more support. There was a suggestion that more money should be sought from the government in the same way that the North Yorkshire authority did. It was also suggested that a focus on reducing waiting times between referral and support was needed. More money going to support the increasing numbers of elderly people was felt to be important, with more help with home care.</p> <p>The suggestion of closure of any care homes causes concern, especially those supporting people with dementia.</p> <p>More dynamic and creative support is needed e.g. supporting someone to become more independent by helping them learn to cook. To begin with they will need more support but less as time goes on. People need to be in homes they can maintain themselves and have the additional support to remain independent as long as possible.</p> <p>Concern over reductions in social care will lead to more bed blockages in hospitals.</p>
4C6	Early Help - Management restructure - review structures in early help for children and families commissioned from VCS, youth offending team, crime prevention, family centres, families first.	This service works with a higher percentage of children and families from disadvantaged households and any reduction in service may result in a disproportionate affect on low income groups needing this support.	The review will ensure that resource is most effectively targeted at areas of need, with careful mapping of service needs and outcomes. This process will be done alongside the VCS to ensure that impact is mitigated where possible. Where possible, resources will be reduced in back office and management functions.	It was felt that investment in pre- school children was vital for the future.
OUTCOME: Better skills, more good jobs and a growing economy				
4E7.	Remodel of Visitor Information & frontline service - reduce the number and/or size of Visitor Information Centres (VICs), moving to a more digital basis promoting the district to target audiences, with the potential for VIC information points as co-located provision.	The potential closure of VICs could have a disproportionate impact on older customers unable to access information electronically.	Alternative options are being explored including seasonal visitor information centres in destinations such as Saltaire, Haworth and Ilkley with support from local groups.	It was felt that visitor information centres work well due to their personalised approach to the service. Resources including VICs should also not just be focused on Bradford city centre, but support given to outlying areas too. There was also concern over the impact on tourism and consequent economic benefits from any loss of VICs.
4E8.	Events and Festivals -review to develop a more sustainable and balanced events programme. Direct funding to	Equality assessment carried out indicated that this proposal is likely to have no or a low impact on everyone, and so there is no disproportionate impact on any group who share protected characteristics	n/a	<p>Some feel that greater cuts should be implemented, others feel more support should remain with arts programmes.</p> <p>Support for continued funding to arts project was also received, with the view that they contribute economically and culturally to communities. It promotes tourism and attracts new businesses and provides employment opportunities.</p> <p>Some felt that private enterprises should be responsible for events.</p>
4E9.	Libraries - reduction in the number of libraries directly provided. Investigate potential for alternative delivery models.	Equality assessment carried out indicated that this proposal is likely to have no or a low impact on everyone, and so there is no disproportionate impact on any group who share protected characteristics	n/a	It was felt that volunteers would need an intensive training programme should libraries move into community ownership. There was also support for libraries being part of community hubs to focus community resources to a single location. There was concern that areas of

				deprivation would not have the community capacity to run a local library. The libraries facilities, such as computers and photocopiers as well as books, are a vital resource. Where libraries already reside in community halls there is further concern as the Community Halls are under review as well.
4C3	Children's Services - a prepared and Skilled Workforce - staffing, restructure, reduction in the Connexions contract with longer term service brought back in to Council, investigate regional data centre, cessation of Employment Opportunities Fund (EOF).	This proposal in regard to the Connexions Service contract will have a negative impact on people who share a protected characteristic. This service directly supports young people who are NEET, the cohort being comprised of young people with complex and multiple needs related to the protected characteristics and long-term low-income unemployed adults.	To mitigate the potential disproportionate impact of the Connexions Service proposal, there will be a re-design of the Connexions type activity to provide a minimum statutory service with a greater reliance on the Bradford Pathways approach that will be underpinned with more effective information, advice and guidance framework. Greater linkages and working Page 52 with other front line staff working with young people will also be explored. It is not feasible to fully mitigate the impact of the proposals given proposed funding levels.	There are many concerns over the loss of work provided by the Connexions service. Face to face support is vital. It provides advice and support on careers, training, housing, drugs, alcohol, domestic violence, social care referrals. The help is received by people with a range of issues including mental health, behaviour, attendance, families. It was suggested that funding for young people could be centralised through Connexions, picking up services provided through housing support and families first. There is a lack of support for both prevention and resolution of young people's problems. Concern over loss of funding for the EOF and the likely impact on increased young people not in employment or training.
4R7	Reduction in Highways Services operational budgets associated with operational accommodation, transport gateway and subway maintenance.	Failure to undertake any maintenance of gateways and subways will very rapidly lead to these assets deteriorating and potentially becoming impassable. Winter maintenance operations would be significantly impacted by the reduction in DLO operational bases meaning longer times being necessary to grit the routes in the district, Page 57 potentially meaning that areas in the north of the district may be untreated in periods of inclement weather. This could therefore impact on some of the protected characteristics	Any loss of a subway/underpass facility could be offset through the introduction of a crossing. Research has shown that these types of crossing are more attractive to pedestrian users than subways as they are generally perceived as reducing the fear of attack/crime for pedestrian users. However, such facilities on major corridors are problematic as they need to cross six lanes of traffic and therefore their design can lead to increased delays for general traffic and increased frustration for drivers. The impact of the closure of the depot at Stocksbridge and the consequent impact on winter maintenance operations will need to be carefully considered within the context of winter gritting routes and treatment programmes. Consideration of more proactive treatment regimes for areas in the north of the district will need to be developed in order to ensure that problems associated with reactive maintenance are mitigated.	The existing and proposed reductions in gritting is causing problems especially in the Keighley area.
4R11	Introduction of limited lighting hours / switch off of street lighting on non-principal road network	Introduction of this proposal in additional areas of the district will have a disproportionately negative impact on some protected characteristics. Fear of crime amongst the elderly will increase where back streets and residential roads are unlit during the early hours of the morning and it is from this characteristic group that the greatest impact is anticipated. Similarly fear of crime on unlit streets could adversely impact the protected characteristic groups of disability, race, religion/belief and sex who may all experience increased levels of concern about the proposal.	The Council has developed a set of criteria which are used to select streets where limited lighting hours are introduced. These criteria assess road safety statistics, criminal activity records, infrastructure condition and involve consultation with the local community on any proposals being prepared. Any streets which are considered appropriate to be included in the programme of limited lighting operation will be fully appraised using this model before a decision is taken on whether or not to implement the limited lighting hours infrastructure is taken. Those streets with high criminal activity and/or poor road safety records will not be included in the project beyond their initial assessment. To avoid any undue distress to local residents only those streets which "pass" the desktop assessment will be consulted upon with the local community.	Reduction in street lighting could encourage anti social behaviour and crime.
OUTCOME: Safe clean and active communities				
4E2	Waste Collection and Disposal Services -introduction of co-mingled recycling enabling more plastic recycling.	The proposal is likely to have no or a low impact on everyone so it is considered that there is no disproportionate impact on any group who share protected characteristics. It is however recognised that a move to alternate weekly collection could result in the residual waste bin being heavier to move around.	It is recognised that the elderly and disabled could be impacted upon by a heavier bin where there are mobility or accessibility issues. The Council already provides assisted bin lifts for residents in such circumstances. If this service is required, residents can call the Council Contact Centre and a home visit will be arranged to see how the Council can help.	It was felt more investment was needed in tackling fly tipping. More fines are needed to help the enforcement of people dropping litter and fly tipping.
4E4	Environment and Sport - Customer Services - redirect	The Council recognises that any move toward	To mitigate the potentially disproportionate impact the Council	It was felt that digital access is not suitable for many

	face to face contact towards self service and telephone services will see a continuing decline in contact resulting in staffing efficiencies. Automated services will increase with fewer options for people to speak to a customer services advisor. More people will be expected to 'self serve' using on line services.	increasing dependency on digital/online access to Services or information may potentially have a detrimental impact on residents who do not have English as a first language or who don't/can't access IT. Making services available electronically could impact on those unable to access due to ability or lack of available technology. Those with a preference or requirement to deal with a person may feel anxious and vulnerable. The majority of current face-to-face customer service and an increasing proportion of telephony work is with low wage/low income groups, including people with disabilities, and older people although there has been a significant increase in enquiries from customers from Eastern Europe who have language barriers. Customer service teams carry out some home visits to customers who are unable to access Council services in other ways. However, in the context of the number of enquiries handled by the Council each year, the relative numbers of people adversely impacted by the proposed change is small.	remains committed to the Five Principles of Producing Better Information for Disabled People, and will also continue to make sure the Council website is accessible. Greater self service access will provide the majority of citizens with a more efficient service; thereby freeing up the limited resources to focus on those who need the additional support. By minimising avoidable face-to-face and telephone contact with the council, officer time can be better directed to those customers who require it.	gypsy and travellers.
4E5	Street Cleansing and Public Conveniences - reduction in number of ward based clean teams and mechanical sweepers	The proposal has the potential to have a low impact on predominantly inner city highly densely populated areas. The people who live in these areas are in the main white people on low incomes and communities from BME backgrounds. In terms of closure of the toilets there is likely to be a disproportionate impact on older people, pregnant women, parents requiring access to baby changing facilities, young Page 69 children, transgender community, disabled people, particularly those with complex needs, and people who, because of their physical condition, may need to visit the toilet more regularly.	Increased waste awareness and anti litter/education campaigns in affected areas and the new robust enforcement model for targeting those people that drop litter, will mitigate the impact the street cleansing proposals. In the case of public toilets work will take place to ascertain whether Parish/Town Councils, community or other voluntary groups could take over the running of those blocks proposed for closure. Consideration will also be given to whether local businesses, cafes, restaurants etc. would allow people to use their facilities.	There was concern about cleansing (alongside kerb side collections including recycling), and that a universal service is not appropriate as needs vary greatly across the district. Others were concerned about future driving conditions if the environment was affected. It was suggested that more community work was needed to raise awareness of littering and fly tipping.
OUTCOME: A well run council				
4H2	Human Resources - Terms & Conditions - Removal of non contractual overtime payments and removal of essential car allowance lump sum payments.	n/a	n/a	Concern that staff will have to use their own cars instead of pool cars/public transport.